DOCUMENT RESUME

ED 144 455 HE 009 239

TITLE	The Intra-European Mobility of Undergraduate Students.
INSTITUTION	European Cultural Foundation, Amsterdam (Netherlands).
SPONS AGENCY	Commission des Communautes Europeennes (Luxembourg).
PUB DATE	Dec 75
NOTE	77p.; Best copy available
AVAILABLE FROM	Institute of Education of the European Cultural Foundation, Universite Paris IX-Dauphine, Pl.du Ml-de-Lattre-de- Tassigny, 75116 Paris, France
EDRS PRICE	MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS	Access to Education; Admission (School); Cooperative Planning; *Foreign Countries; Foreign Student Advisers; Foreign Students; Higher Education; *Interinstitutional Cooperation; *International Educational Exchange; *Student Exchange Programs; *Student Mobility; *Study Abroad; Undergraduate Students
IDENTIFIERS	Belgium; Denmark; *Europe; France; Great Britain; Ireland; Italy; Netherlands; West Germany

ABSTRACT

Undergraduate student mobility in Europe, which is seen as a desirable objective by the European communities, is examined in this study. The idea of mobility includes a term or year of study in a foreign country as well as stays of a month or two resulting from inter-university agreements or twinning schemes, or even periods of training that round off the requirements for certain diplomas. This report deals with: the motivations underlying undergraduate student exchange; the less-than-satisfactory level of student exchange; obstacles to the free circulation of students; and organized mobility. A pragmatic policy is proposed, including the development of a practical guide for students containing information on admission requirements; a summary of the university systems; courses, grades, and diplomas; cases of equivalence; scholarships; and advisory agencies. Included are draft proposals for: establishment of a consultative committee; improvement of relevant statistical information; the level of British enrollment fees for other EEC students; equality of access to higher education for the children of migrant workers; and time allowances for periods spent abroad for purposes of study. (Author/LBH)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

The Intra-European Mobility of Undergraduate Students

ED144455

BEST COPY AVA

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

INSTITUTE OF EDUCATION
EUROPEAN CULTURAL FOUNDATION

Siège Principal : l'Institut d'Education
Université Dauphine
Place Ml-de-Lattre-de-Tassigny
75016 Paris
Tél. : 553.50.20 - Poste 3000

THE INTRA-EUROPEAN MOBILITY OF UNDERGRADUATE STUDENTS

A study carried out on
behalf of the Commission
of the European Communities

by

The Institute of Education
of the European Cultural
Foundation

Paris, December 1975.

European Cultural Foundation

Amsterdam 1976
ISBN 90 6282 005 0

This report is a publication of the Institute of Education of the European Cultural Foundation. Further copies of the report, and a publications list, may be obtained from the Institute's Publications Officer at the Paris address below.

European Cultural Foundation

Jan Van Goyenkade, 5
Amsterdam 1007
tel. : 76.02.22
telex : 18710 FECNL

Institute of Education of the
European Cultural Foundation

Université Paris IX-Dauphine
Pl.du Ml-de-Lattre-de-Tassigny
75116 Paris
tel. : 727.06.41
telex : FECPAR 630346 F

60, rue de la Concorde
Bruxelles 1050
tel. : 512.81.25

PREFACE

This report was carried out by the Institute of Education of the European Cultural Foundation on behalf of the Commission of the European Communities.

The Institute would like to express its thanks to Mr. J.C. Masclet of the Université Paris-I (Panthéon-Sorbonne) who prepared the report, and to Miss Isabelle Musnik his research assistant. As the report indicates, Mr. Masclet initiated a study group to advise and assist him in its compilation, and the Institute would also like to acknowledge the very substantial contribution of its members. One of the most important recommendations contained in the report is that the study group should be given a permanent consultative status, and this the Institute would strongly support.

Throughout the text, reference is made to various "Annexes" to the report ; these have not been published with it but are obtainable on request from the Publications Officer, at the Institute.

Although the European Commission initiated this report and have given permission for its publication, the views expressed are those of the authors only, and in no way commit the Commission.

Ladislav Cerych

Director.

TABLE OF CONTENTS

Pages

INTRODUCTION 5

1. The aim of the study and the method of enquiry 5
2. The student body concerned 6
3. An important distinction : the free circulation of students and organized mobility 7
4. Survey of national priorities and attitudes 9
5. The plan of the study 12

CHAPTER I : THE MOTIVATIONS UNDERLYING UNDERGRADUATE STUDENT EXCHANGE 14

CHAPTER II : THE FAR FROM SATISFACTORY LEVEL OF STUDENT EXCHANGE 19

CHAPTER III : OBSTACLES TO THE FREE CIRCULATION OF STUDENTS .. 34

1. Admission to foreign universities and the validation of studies 34
2. The tendency to limit the admission of foreign students from developed countries 39
3. Obstacles relating to the organization of courses 41

CHAPTER IV : ORGANIZED MOBILITY 44

1. The great variety of approaches 44
2. Examples of these approaches 45
3. The diversity of the problems 51

CHAPTER V : A PRAGMATIC POLICY 54

1. Aims 56
2. An attitude 57
3. Resources 58

TABLE OF CONTENTS (cont'd)

Pages

ADDENDUM : DRAFT PROPOSALS 64

1. Establishment of a Consultative Committee 65
2. Improvement of relevant statistical information 68
3. The level of British enrolment fees for other EEC students 69
4. Equality of access to higher education for the children of migrant workers 70
5. Time allowances for periods spent abroad for purposes of study 72
6. Numerus clausus 73

INTRODUCTION

1. The aim of the study and the method of enquiry

This report deals with undergraduate student mobility in Europe. It examines the present situation and draws a number of conclusions which could serve to guide the European Communities in their efforts to develop such mobility, which it sees as a desirable objective.

The term "mobility" appears straightforward, but it covers a multitude of different aspects which call for even more varied administrative and technical measures. The idea of mobility includes a term or a year of study in a foreign country, whether recognized as equivalent to an equal period of study in the home country or not, but it also includes stays of a month or two - and sometimes less - resulting from inter-university agreements or twinning schemes, or even periods of training which round off the requirements for certain diplomas. Clearly, recommendations valid for one kind of exchange do not necessarily apply to others, and, in addition, the problems and obstacles encountered differ from country to country.

Like the art of war, the development of student mobility is entirely a question of attaining precisely defined objectives whilst allowing for local constraints. This is why our conclusions tend to be empirical rather than dogmatic or normative.

They are drawn from the experience of the main organizations of the Communities dealing with student exchange and from the views of the governmental services concerned, for our study would have been almost impossible without their advice and judgment. In order to bring about effective consultation in this respect a study group was formed, whose members were Mr. M. DELACQUIS, Director of the Office National des Universités et Ecoles Françaises, Mr. J. PLATT, Director of the Central Bureau for Educational Visits and Exchanges, Mr. R. STEFAN, Director of the Paris offices of the Deutscher

Akademischer Austauschdienst, Dr. L. CERYCH, Director of the Institute of Education of the European Cultural Foundation, Mr. G. CATY, a specialist in international scientific relations, and Mr. J.C. MASCLET, rapporteur of the study. This group met on a number of occasions and defined the study's general orientations ; and any success the report may have will be largely due to the wealth of experience it has been able to draw upon.

We should also mention the work, begun many years ago, of the Council for Cultural Cooperation of the Council of Europe, to which we refer on a number of occasions. We were particularly fortunate in benefiting from close cooperation with their "Special Mobility Project", directed by Rector Capelle. This parallel investigation, in which thirteen European countries are taking part, deals with the mobility of graduate students and researchers, and is being carried out in collaboration with the EEC Commission. The two studies have different concerns but are sufficiently related to be able to employ the same methodology, and it is a source of satisfaction for us that some at least of their conclusions can be correlated with our own.

2. The student body concerned

It is not always easy to distinguish between the various levels or "cycles", as the French say, of higher education - and especially between the graduate level and those that precede it. Different countries do not always have similar criteria, and their distinctions relate closely to the way their education in general is organized, reflecting the concepts on which their university systems are founded. In very broad terms, "undergraduate" studies do not involve original research, even though certain countries and disciplines may require a "thesis". The best way of supplementing this definition by negation is to indicate the degrees or diplomas which each country uses to classify undergraduate studies.

In Belgium, the "second cycle" usually ends with the licence, and in Denmark

with the candidatus examination in a particular discipline. In France, the first cycle leads to the diplôme d'études universitaires générales and the second one to the licence or (and) the maîtrise. In Italy, the second cycle culminates in the award of the laurea or the diploma di magistero. In the Federal Republic of Germany the distinction between undergraduate and graduate studies lies, according to discipline, at the Staatsexamen, the Magister, or the Hauptdiplom level. As regards the United Kingdom and the Irish Republic, the first two cycles include the Bachelor degree (1) and the ordinary and general degrees. In the Netherlands the second cycle closes with the doctoraal examen, which generally requires students to succeed in the Kandidaat examen and then study for two or three years. Each country, however, has exceptions to this broad outline, which can only serve as a general guide. No conclusions about equivalence, for example, should be drawn from it.

3. An important distinction : the free circulation of students and organized mobility

An examination of student exchange at the "undergraduate" level reveals two main kinds of movement :

- the free circulation of students
- organized mobility.

This distinction, equally valid for graduate students, underlines the argument in this report and has a major influence on our conclusions.

It must therefore be made clear :

The idea of free circulation implies quite different processes and techniques from that of organized mobility.

Free circulation calls for the political decision to do away with various obstacles - academic ones in particular - and, if need be, to introduce

- - - - - - - - - -

(1) In the five Scottish Universities of Aberdeen, Dundee, Edinburgh, Glasgow and St Andrews, the Master degrees correspond to Bachelor degrees, whereas in other British universities (except Oxford and Cambridge), they are graduate degrees and therefore part of the "third cycle".

general forms of encouragement. The implication is that once this has been done mobility will develop more or less of its own accord, as if students were already individually capable of taking advantage of the new measures.

Such general measures, for the free circulation of students, and particularly the equivalence of degrees and diplomas, are based on the idea that relatively stable university systems can be individually rated and coupled to each other without too much difficulty. However, not only do the nine EEC university systems differ greatly in their structures and philosophical approach but the training they offer is currently in the throes of change and diversification. It is becoming more and more difficult to give a common value to each degree or diploma. The speed of change makes it perilous to attempt comparisons, for they might well be outdated by the time they appear. It is very doubtful whether a general set of rules applicable to all could be effective, quite apart from the problem of its definition and adoption on a European level.

On the other hand, the advantages and possibilities of organized mobility, hitherto insufficiently exploited, are just beginning to appear.

This form of mobility assumes prior arrangements between the student's home university and the university which will be his host. These could result from direct contact between the universities concerned, but could also be organized by bodies specialized in student exchange, such as the Central Bureau for Educational Visits and Exchanges, the British Council, the Deutscher Akademischer Austauschdienst or the Office National des Universités et Ecoles Françaises, which all play an important role in arranging agreements of this kind, and serve a large number of teaching establishments. Such a system prevents the student from losing complete touch with his home university and the problem of recognition for his period of study abroad is resolved to his advantage before he sets out.

This is the main distinction between individually arranged student exchange and organized mobility ; in the latter case it is the educational institutions or authorised agencies which take responsibility.

4. Survey of national priorities and attitudes

What are the policies or attitudes of Member countries of the EEC to problems of student mobility ?

One preliminary remark is true for all : the humanist tradition and the respect for the intellectual and moral heritage of the pre-nationalistic era is such that all European states uphold the principle of student mobility, whether this means welcoming foreign students or allowing their own subjects to undertake part of their studies abroad. One very obvious concession can be related to this attitude : foreign students have had no difficulties in enjoying the same advantages as their native counterparts in various aspects of a student's social life, such as transport, accomodation, meals at reduced prices, and so forth.

But problems of student or staff mobility have clearly been considered of secondary importance. In recent years no government has made their resolution central to its university policy ; the tendency is to leave them to experts (1). This is still largely true today, and can be easily explained : intra-European exchange has involved so few students (2) that it has posed no practical problems. Two recent factors, however, are beginning to change this situation.

In the first place the international organizations, especially the Council of Europe and the EEC, are making a practical effort to take advantage of the existing favourable attitudes. Since 1971, the meetings of EEC Education Ministers have helped make governments more aware of the importance of student, teacher and research worker mobility. This has been part of their policy to encourage European university cooperation but must also be seen more generally in the context of their view of Europe as a whole.

- - - - - - - - - - -

(1) This is in contrast to the attitude of various European governments towards students from developing countries : this is deemed essential and links based on history or on material interest give rise to precise agreements covering technical assistance and help with training students.

(2) See page 19.

Secondly, student mobility is beginning to raise practical problems ; in certain countries and disciplines applications from foreign students unable to gain access to the same studies in their own country are growing. This problem, which we shall consider in more detail later, has brought the various European governments to reaffirm their liberal principles whilst trying to canalise, slow down or avoid such demands.

Having made these preliminary remarks, the next step is to briefly review each government's attitude to the problem.

In France, Article 2 of the Loi d'Orientation for higher education, passed in 1968, provides for "privileged links" with universities in other EEC countries and thus gives a legal foundation to the French government's desire for cooperation. The intentions of this Act have always been upheld by Ministers or Secretaries of State. The Conference of University Presidents has, since 1973, been dealing with the problems of foreign students and is working on practical improvements with the Office National des Universités et Ecoles Françaises. Continuity is provided for through a Delegation for International University Relations (1), and a Fund for International University Cooperation also encourages mobility schemes.

In the Federal Republic of Germany, educational matters are the responsibility of the Länder, with national coordination undertaken by the Westdeutsche Rektorenkonferenz and the Standing Conference of the Länder Ministers of Education. Although candidates for admission to university outnumber available places in many disciplines, the educational authorities have been anxious not to create a lasting prejudice against foreign students and have reserved 8 % of their available places for them. The Deutscher Akademischer Austauschdienst the representative organization of German universities abroad, plays a leading role in establishing contact with foreign universities and in administering exchange programmes and scholarship schemes. It helps to coordinate such activities and see that they have as great an effect as possible.

- - - - - - - - - - -

(1) At present directed by Mr. P. Tabatoni.

Italy has always supported initiatives in the field of inter-university cooperation, especially within the Community. This attitude has never faltered and was on the point of culminating in very favourable legislation on university reform when parliamentary discussion of the relevant Bill was unfortunately postponed. Each year, Italy accepts more students from other countries of the EEC than there are Italian students in their universities.

The position of the United Kingdom on student exchange has to be considered at two levels : the universities themselves and that of the Department of Education and Science, and the education departments of the Scottish and Northern Ireland Offices. United Kingdom universities enjoy a great deal of autonomy - in their organization and administration, in the methods of teaching they employ and in the courses they offer - and have long made a practice of student exchange. The universities are skilled at using their autonomy and do not hesitate to ask students to study abroad when such a step appears to offer pedagogical advantages. For this reason British universities make more demands for study in Europe than any other country, and they deal easily and naturally with matters which cause problems for other European states. But, on the other hand, their admission requirements create a number of difficulties for foreign students.

Generally speaking, the DES and their Scottish and Northern Irish equivalents, supported by the universities, appear to prefer using the Council of Europe for negotiation purposes, rather than working through the EEC.

The universities have two bodies to help them in matters of cooperation : the British Council, based on the Foreign Office and representing, so to speak, British culture abroad, and the Central Bureau for Educational Visits and Exchanges, which works with the three educational departments and coordinates the main exchange programmes drawn up by the universities (1).

For several years Belgium has been active in encouraging more international cooperation in educational matters, in particular through negotiating cultural

- - - - - - - - - - -

(1) Its role is not restricted to universities alone. It deals with all educational levels.

agreements with most of the European countries. This attitude, common to successive governments, is reinforced by that of the universities. Belgium has more foreign students in proportion to its total student body, and more students from EEC countries in proportion to foreign students than any of the other EEC countries (about 16 % in 1973-74, as against 8.9 % in France, 9.7 % in the Federal Republic and 14.9 % in Italy). But this flow has recently raised problems which have obliged the Belgian Government to adopt a more restrictive approach.

In the Netherlands the question of international relations for the universities is a matter for the universities themselves. Their extensive autonomy enables them to make agreements directly with their foreign counterparts. The Ministry of Education runs a service whose essential role is to administer the grant schemes included in the agreements. A major feature of Dutch policy is to maintain close relations with Belgium and this has led to practical measures for the equivalence of degrees and diplomas. A similar effort is now under way with regard to the Federal Republic of Germany. The National University Foundation for International Cooperation, on behalf of the universities, administers certain courses and reception programmes for foreign students, and awards grants.

Universities in Denmark have more to do with Scandinavia than with the rest of Europe. Scandinavian students outnumber all other European students by about three to one, and this traditional feature probably has a bearing on the international policy of the Ministry of Education, which appears to hesitate in according the negotiations at Brussels a similar status to its internal Scandinavian agreements.

5. The plan of the study

The study begins with the fundamental problem of the motivations and real usefulness of student exchange (Chapter 1).

Chapter 2 points out that the number of students involved, i.e. studying abroad, is at present very small, as existing national statistics reveal.

Chapter 3 deals with the free circulation of students and with the difficulties currently encountered in the university sphere of EEC countries.

Chapter 4 discusses organized mobility and describes the main exchange schemes related to it.

Chapter 5 uses the data collected and the views expressed to propose certain guide-lines for a European Communities' policy in this field.

An addendum contains practical proposals, developed from the conclusions of the study, which are expressed as formal decisions or recommendations that the Commission of the Communities might wish to make.

CHAPTER I

THE MOTIVATIONS UNDERLYING UNDERGRADUATE STUDENT EXCHANGE

It is important to begin our discussion by examining the reasons for undergraduate mobility and the value of such exchange.

Certain educational authorities and teachers feel that graduate students should have priority (1). In their view, the undergraduate population is too large, and greater mobility might export, on a massive scale, the difficulties and tensions which exist at this level. But their main reason is that the motivation behind undergraduate mobility is neither sufficiently clear in itself nor universally shared. Moreover, governments and grant-making bodies tend to reserve scholarships for graduate students ; it is clearly therefore a matter which should be looked into.

For graduate students, a period of study abroad has clear academic justification : it enables them to specialize in fields which, owing to the unequal distribution of human and financial resources for research, are covered only in another country. In this way mobility accompanies the international specialization which exists for the most advanced research programmes and becomes a valuable aspect of cooperation and the pooling of results.

Does this also apply to the undergraduate level ? The answer, for the great majority of disciplines, must be in the negative : the student does not acquire knowledge abroad which cannot be obtained in his own country. There are certain exceptions to this : language studies, for example, and management studies. For students of modern languages, a stay in the country whose language the student is learning is an educational necessity, and becomes quite essential

- - - - - - - - - - -

(1) See the JANNE report "For a Community policy on education" ; published as a supplement to the Bulletin of the European Communities N° 10, 73 page 38. This view is also shared by Messrs. LICHNEROWICZ, LOWBEER, SLOMAN, BRIGGS, CAZES and BECKER.

for those who intend to become teachers, as familiarity with the social life of the country concerned reinforces the greater fluency conferred by the daily use of the language. Students of management have equally valid motives : first-hand knowledge of a neighbouring country, of its economic, industrial, commercial, juridical and administrative structures will add considerably to the value of their training. It is hardly surprising therefore that language students form the largest category of student exchanges and that the fastest expansion in organized exchange schemes should be on the part of these two groups. The increasingly international nature of economic activity and the growing movement of personnel in the Common Market context is also tending to extend these characteristics to other disciplines, for example, international and European law, contemporary history and economics in general. The range of specialized fields for which a period of study abroad is advantageous is gradually broadening.

The great majority of undergraduate disciplines, however, lack such solid reasons for mobility, for it has to be admitted that the mere desire to gain an understanding of how a nearby country lives and a knowledge of its language, when this has no direct relation to a chosen field of study, is not a sufficiently strong motivation (1). This is proved by the fact that student exchange remains at a very low level, and that the number of graduate students applying for grants has been decreasing in relative terms over the last few years.

Nonetheless it is our feeling that exchange should be developed, in an appropriate manner, in all disciplines, not for academic and pedagogic reasons but for others, broader and less immediate.

In the first place, student exchange is one way of breaking down the tendency of university systems to become monolithic and of helping them develop in a more diverse and concerted manner. If enough students took part in exchanges, this would have a profound effect on the nature of universities. It would oblige them to consider different approaches to education as well as the

- - - - - - - - - - -

(1) When there is cultural motivation of this kind, it tends to reinforce the academic aspects of motivation. Similarly, the academic reasons for study abroad are usually accompanied by cultural ones.

content of their courses and their teaching methods ; and would also raise questions which could have important consequences in a European perspective. Clearly, such exchanges would be more beneficial for both the student and the two universities concerned if his reception and integration abroad were properly organized.

The reception of foreign students is very important, for the efficiency of the exchange, from an educational, social and cultural point of view, depends on it ; but it is not always handled in a satisfactory manner, particularly when the student makes his own arrangements (i.e. free circulation). In each country several distinct services are involved, for educational, social and administrative matters, which are not always well coordinated. Each country has its own approach, and the study of how these services are organized, how much authority they have and how well they work is one of the aspects of student mobility. But such a study would require detailed surveys which it has not been possible to carry out for the nine countries covered in this report. Therefore we simply draw attention to the problem and suggest that it be investigated further (see page 67).

Mobility could also affect the development of educational institutions in other ways : it is to be hoped that the exchange of teachers, knowledge and teaching materials will develop within a broad framework of cooperation, each aspect serving to reinforce the others.

Thus mobility has the potential to become a powerful lever for "changing" the university and opening it to new perspectives of European cooperation. Student exchange, so often considered as marginal, is in reality a leading issue. Or, put another way, as Mr. Platt observes, universities and educationalists tend to feel that student exchange belongs to the fringe of the system whereas its true place is at the centre.

Every instance of mobility has an effect on the university as an institution. If the university is to adapt to modern society it will have to modify its

structures and organization, and attach more importance to the outside world (1). Mobility is now more than a mere facility for the benefit of students : universities themselves have just as much to gain.

Secondly, the provision of a European experience for part of the university population is bound to contribute to developing the sense of belonging to a European society in the making. The importance of this emerges when we realize that such students will provide the future leaders of society and that present efforts in this direction can be expected to have a multiplying effect. If the student intends to become a teacher his European experience will influence what he passes on to future generations of students or pupils. If his ambitions lie elsewhere, his future decisions could well be guided by the greater sense of Europe he will have acquired.

An active policy of student mobility could therefore help to lay the intellectual and spiritual foundations for a united Europe, which is why it has an important place in strategies for greater integration. It is our feeling that such a policy is fully justified.

Nonetheless, undergraduate mobility is squeezed between two conflicting views : there are excellent reasons why it should be encouraged and developed ; but it cannot yet, as a general rule, invoke direct academic and pedagogic necessity.

There is no denying the temptation to promote mobility which is of academic value and which makes a genuine contribution to a student's training ; and to encourage, apart from the graduate level, schemes for modern languages, management, European and international studies. This is the more or less conscious choice of educational authorities seeking efficiency, and it explains why these branches have provided the most numerous and longstanding examples of exchange and why they have always given rise to the greatest demand.

But even within these disciplines, much remains to be done to extend the benefit of mobility to all students and to perfect the technical aspects of

---

(1) This adjustment of the university as an institution has been very well described, in terms of the "Open University" model, by the reports of the Grenoble Symposium. See in particular the introductory report by G. CATY and H. LESGUILLONS in the Common Market Review, special number, December 1970.

exchange. Similarly, the political importance of student exchange makes it desirable to try to include other disciplines as well. As these will lack an academic justification eventual success will depend on the care with which other motivations are treated by students, teachers and the sponsoring institutions. The purpose of such mobility would be to plunge the student into a situation which gives him direct personal contact with a society, a culture, a body of traditions and structures which are unfamiliar to him and which, on his return, will make him contribute to closer cultural relations.

In restricting its choice, consciously or otherwise, to the first approach, the EEC would add nothing to the existing range of exchanges. But if it also included the second its action could be of profound importance for the future.

But in making such a distinction it is not our intention to provide criteria for excluding one or the other of these forms of mobility. Certain schemes, in fact, already respect different kinds of motivation. The approach to policy-making should be open and realistic, recognizing that a just appraisal of the true motivation for exchange is essential to success. These must be clearly perceived before action is taken and the appropriate technical measures put into effect.

CHAPTER II

THE FAR FROM SATISFACTORY LEVEL OF STUDENT EXCHANGE

Even though the various national statistics are difficult to compare, it is possible nonetheless to estimate the present volume of student exchanges. It is more useful, however, to have a general idea of the numbers involved than to rely on precise figures, which can be misleading.

Existing statistics do not distinguish between graduate and undergraduate students. A first approximation would suggest that undergraduate students form about 60 % of the total (1).

Foreign students from other EEC countries, officially enrolled in a university at the beginning of the academic year were as follows :

France	5,926	(1973-4)
Germany	4,457	(Winter term 1971-2)
Italy	6,174	(1971-2)
Belgium	2,708	(1973-4)
Denmark	185	(1970-1)
Great-Britain	1,521	(1973-4)

Statistics are not available for the Netherlands or Ireland.

Tables 1 to 8 inclusive show the number of foreign students in each country, classified according to nationality and, where this is known, according to the discipline they are studying. Table 9 represents these data so as to

---

(1) This proportion is true as regards all foreign students, but it remains to be seen whether students of European origin are distributed in the same way as those from developing countries.

to show student distribution by country of origin and host country. Table 10 indicates the number of students from EEC countries as a proportion of all foreign students.

These data call for two major comments.

First, with regard to the distribution by discipline, the great majority of students are in the humanities, most of them studying modern languages (nearly 2 out of 3 in France). Next come medical and law students, followed by those in the engineering sciences. The case of medical students deserves particular mention : as many of them are to be found in countries like France or Italy where access is unrestricted, their purpose being to complete the initial period ("first cycle") of medical studies in order to circumvent the "numerus clausus" measures pertaining in their own country. Literary studies, and modern languages in particular, have a comfortable lead over the pure sciences, which are under-represented. This situation correlates well with the motivations already discussed.

Clearly the statistical data give no indication about the quality of applicants. Certain students try their luck abroad after setbacks in their own country, and create a type of mobility which the host country does not want, and which is not to be recommended.

Secondly, there exists a considerable lack of balance within Europe. The flow of mobility tends to favour countries whose language is widely used and to leave aside those countries whose language has a more limited geographical scope (the Netherlands, Denmark). This is not surprising, for part of student mobility is related to language study and the major international languages are the most in demand. Besides, host countries insist that foreign students possess an adequate command of their language. Thus we might add that there exists the risk of student exchange merely accentuating the present lack of linguistic balance.

The main host countries are, in order, Italy, France, Germany and Belgium,

B E L G I U M

Table 1 FOREIGN (EEC) STUDENTS BY COUNTRY OF ORIGIN

	1 9 7 1	1 9 7 2	1 9 7 3	1 9 7 4
DENMARK	3	9	8	12
FRANCE	469	532	480	465
ITALY	461	521	450	503
IRELAND	15	9	18	20
LUXEMBOURG	370	406	456	459
NETHERLANDS	547	567	673	680
GERMANY	428	459	447	421
UNITED KINGDOM	159	150	140	148
TOTAL	2,452	2,653	2,672	2,708

BELGIUM

Table 2 FOREIGN (EEC) STUDENTS BY FIELD OF STUDY 1974

Theology	Philosophy Ecole St-Thomas	Philosophy and Arts	Law	Science	Medicine	Pharmaceutical studies	Veterinary medicine
62	16	288	188	197	766	55	26
Applied science	Agronomy	Social science Political science Economics	Applied Economics and Commercial Studies	Education and Psychology	Physical Education	Inter faculty centres	
149	25	220	154	95	59	14	

TOTAL : 2,708

Table 3 FOREIGN (EEC) STUDENTS BY COUNTRY OF ORIGIN, 1970-1971

FRANCE	41	
UNITED KINGDOM	60	
BELGIUM, NETHERLANDS, IRELAND, SWITZERLAND, AUSTRIA (overall figures)	39	
SOUTHERN EUROPE (including ITALY)	45	
TOTAL		185
NORWAY	235	
SWEDEN	91	
FINLAND	48	
ICELAND	96	
TOTAL Scandinavia		470

(Foreign students of all nationalities, total 1,266, i.e. 2.7 % of total enrolments in Danish universities (46,675).

FRANCE

(1973-1974)

Table 4 FOREIGN (EEC) STUDENTS BY COUNTRY OF ORIGIN AND BY FIELD OF STUDY (1)

	Law	Economics	Arts	Science	Medicine	Pharmaceutical studies	Dentistry	Pluridisciplinary	IUT (2)	Total
BELGIUM	83	29	231	97	80	9	4	3	10	546
DENMARK	17	3	88	15	6	4	0	1	0	134
ITALY	132	69	524	143	102	13	7	6	107	1,103
IRELAND	5	4	67	0	0	0	0	3	1	80
LUXEMBOURG	114	54	207	108	133	31	1	0	6	654
NETHERLANDS	39	7	156	25	12	1	3	2	4	249
GERMANY	86	39		102	182	26	9	8	4	1,560
UNITED KINGDOM	123	18		85	50	5	1	1	19	1,600
TOTAL	599	223		574	565	89	25	24	150	5,926

(1) Figures provided by the economic and statistical information service (Service Central des Statistiques et Sondages) of the Secretary of State for the Universities.

(2) Instituts Universitaires de Technologie.

FRANCE

Table 5 TOTAL ENROLMENTS OF FOREIGN STUDENTS BY COUNTRY AND BY FIELD OF STUDY

Country	Law	Economics	Arts	Science	Medicine	Pharmacy	Dentistry	IUT	Total
UNITED KINGDOM	123	18	1,178	85	48	5	1	19	1,478
GERMANY	90	39	981	108	182	26	9	4	1,447
ITALY	130	69	446	142	101	13	6	106	1,019
LUXEMBOURG	114	54	196	108	133	31	1	6	643

Table 6 FOREIGN (EEC) STUDENTS BY COUNTRY OF ORIGIN (1)

1970-1971 and 1971-1972

	1970-1971	1971-1972
BELGIUM	313	340
DENMARK	174	144
FRANCE	1,164	1,195
IRELAND	367	376
LUXEMBOURG	42	37
NETHERLANDS	343	380
GERMANY	1,419	1,470
UNITED KINGDOM	1,893	2,232
TOTAL	5,715	6,174

Indagine statistica sugli studenti esteri in Italia, Amicizia, U.C.S.E.I. (Ufficio Centrale Studenti esteri in Italia).

Table 7 FOREIGN (EEC) STUDENTS BY COUNTRY OF ORIGIN (1)

Winter term 1971-1972

BELGIUM	177
DENMARK	110
FRANCE	1,810
IRELAND	32
ITALY	476
LUXEMBOURG	506
NETHERLANDS	735
UNITED KINGDOM	611
31 TOTAL	4,457

(1) *SOURCE : Grosse Hochschulstatistik. The figures include both university students from other educational establishments of university level : Pädagogische, Technische, Kunst-und Sport-Hochschulen...*

UNITED KINGDOM

Table 8 FOREIGN (EEC) STUDENTS BY COUNTRY OF ORIGIN (1)

1973-1974

BELGIUM	80
DENMARK	55
FRANCE	188
GERMANY	507
ITALY	157
IRELAND	359
LUXEMBOURG	49
NETHERLANDS	126
TOTAL	1,521

(1) Full-time students in courses lasting at least 6 months in a higher-education establishment.

SOURCE : The British Council.

Table 9 FOREIGN STUDENTS IN THE EUROPEAN COMMUNITY BY HOST COUNTRY AND BY COUNTRY OF ORIGIN (1)

Country of origin \ Host country	BELGIUM	DENMARK	FRANCE	ITALY	LUXEMBOURG	GERMANY	UNITED KINGDOM	IRELAND	NETHERLANDS
BELGIUM		?	546	340		177	80	?	?
DENMARK	12		134	144		110	55	?	?
FRANCE	465	41		1,195		1,810	188	?	?
ITALY	503	?	1,103			476	157	?	?
LUXEMBOURG	459	?	654	37		506	49	?	?
GERMANY	421	?	1,560	1,470			507	?	?
UNITED KINGDOM	148	60	1,600	2,232		611		?	?
IRELAND	20	?	80	376		32	359		?
NETHERLANDS	680	?	249	380		735	126	?	
	2,708	101	5,926	6.174		4,457	1,521		

(1) This table can only serve as a guide : it has been compiled from data referring to different years according to host country.

Table 10 FOREIGN STUDENTS FROM EEC COUNTRIES AND TOTAL ENROLMENTS OF FOREIGN STUDENTS

Country	EEC students	Total enrolments of foreign students	Percentage	Year of reference
BELGIUM	2,708	10,735	26	1973-1974
DENMARK	185(1)	1,266	14.6	1970-1971
FRANCE	5,926	66,473	8.9	1973-1974
ITALY	5,715	38,161	14.9	1970-1971
IRELAND	?	?		
LUXEMBOURG				
NETHERLANDS	?	?		
GERMANY	4,457	45,600	9.7	1971-1972 1973-1974
UNITED KINGDOM	1,521	18,550	8	1973-1974 1970-1971

(1) All European countries except Scandinavia.

followed by the United Kingdom. The main directions of exchange, indicated by an arrow, are :

France ⟷ Italy
France ⟷ Germany
United Kingdom ⟶ France
United Kingdom ⟶ Italy
The Netherlands ⟶ Germany
The Netherlands ⟶ Belgium
Ireland ⟶ Italy
Ireland ⟶ United Kingdom

Some additional observations will complete these comments :

- In cases where data enable comparisons over several years to be made, the number of foreign students from Common Market countries has shown little sign of growth. In every country, over the last five years, students from the EEC have increased more slowly than the total of foreign students ;

- Denmark has a much more active exchange with other Scandinavian countries than with the countries of the EEC (see table 3) ;

- Luxembourg, of course, is a special case, for it does not have a university. Students are more or less obliged to study abroad ;

- The United Kingdom appears to be an exception to the foregoing observations. But it should be remembered that the number of students admitted to British universities is limited by more restrictive entrance requirements. The figures provided refer only to regular enrolments for a full year of study ; when foreign students working as language assistants in schools or universities are added, a more satisfactory balance results. In 1972-73, there were 3,541 language assistants in the United Kingdom as against 1,165 in France and 812 in Germany (see table 11 on page 46).

It must not be forgotten that these statistics refer only to mobility as expressed by enrolments for an academic year ; and that, students who are either permanent or long-term residents, and thus not genuinly mobile, are included. But, above all, they take no account of limited periods - short courses or sandwich courses, for example - even though these types of exchange are becoming more common. A number of students involved in exchange movements therefore find no place in the statistics.

These new forms of mobility cannot be accounted for in the usual way. It would appear that the spontaneous nature of many university agreements or exchange schemes - a proof of their vitality - makes the collection of data possible only if contacts with those who organize or initiate such schemes are properly maintained. Nonetheless in spite of this difficulty, efforts should be made to provide better statistical information on enrolments for an academic year or term.

The European Commission should insist that its Statistical Office, in conjunction with the national statistical services, take steps to improve the currently available data. One implication of this suggestion is that the national services should agree to make more careful distinctions in respect of foreign students. To be adequate, the data should indicate at least :

- foreign students who are permanent resi'ents
- students engaged in ordinary courses and those attending special courses for foreigners
- the number of graduate and undergraduate students (classified according to their study cycle)
- the numier of students enrolling in a university for the first time in proportion to those enrolling at a later stage in university courses.

This kind of information would make it possible

1. to assess more precisely the extent of student exchange movements ;

2. to judge the effectiveness of measures, which might be taken at various levels, to encourage student exchange, and to gauge the influence of the conflicting trends which affect student mobility.

The information at hand reveals that despite the efforts made since the Second World War by various international organizations, particularly the Council for Cultural Cooperation of the Council of Europe, and by a large number of foundations and associations, the number of students who benefit from mobility is still very small (1). If we except language study, which constitutes a special case, the level of student exchange is far below that at which it could have a beneficial effect on the university system.

The very limited number of students at present involved might not increase in the near future, for there exists a tendency to abandon, mainly for financial reasons, the traditionally liberal attitude which used to govern and, in most cases, still governs the admission of foreign students. Furthermore, the growing list of requirements affecting courses, examinations and the length of studies is slowing down the development of student exchange.

---

(1) This situation is surprising at a time when young people are increasingly attracted by foreign travel which is often, in their eyes, far more than mere tourism, even when only a holiday.

CHAPTER III

OBSTACLES TO THE FREE CIRCULATION OF STUDENTS

There exists no guarantee that study abroad will be recognized when a student returns ; and we must ask therefore if this explains why so few students circulate between EEC Member countries. For many people it has been the main reason for the lack of growth in the number of foreign students. It is true that the situation with respect to equivalence is far from satisfactory and there certainly remains a lot of room for improvement. But there is a more fundamental question : could equivalence, in itself, provide the driving force it is supposed to possess at a time when more pressing needs are limiting the number of exchanges ?

Before turning to a discussion of these difficulties, it should be observed that although admission procedures for foreign students to EEC universities are not, on the whole, discriminatory, it is quite another matter when a student seeks recognition for his studies abroad, for this is still only granted in exceptional cases.

1. Admission to foreign universities and the validation of studies.

Foreign students enjoy the same general advantages as national students (i.e. accomodation, catering facilities, transport and social security), and, in fact the principles underlying the European social security regulations for citizens from other member states have been easy to apply.

When a student has a grant, there is nothing in theory to prevent him from utilizing it for a period of study outside his own country. Indeed, the European states have approved a Council of Europe convention on the use of scholarships for study abroad. But there remain administrative obstacles to the practical implementation of these rules. If United Kingdom students go abroad, they keep their grant, provided that their stay is related to a course approved by their home university. German students, if their plans are approved by their university authorities, can even have their scholarships increased. In France, where the award of scholarships depends on social criteria only, the conditions which have to be met do not facilitate mobility : before receiving his grant a student must produce a "certificat d'assiduité" countersigned by the French university in which he is enrolled.

A detailed study should be made of how grants are awarded and through what administrative channels they pass, so that the difficulties of implementing the Council of Europe Convention throughout Europe can be ascertained.

There is one special case which deserves particular attention. It appears that students whose parents reside in a EEC member state other than their own do not always enjoy the same conditions as nationals, in spite of Article 12 of the Commission's Regulation N°16 2/68. Discrimination is known to have occurred in Belgium, France and Germany (1). In Germany, the new scholarship regulations, which came into force in 1975-76, anticipating the recommendations of the European Commission, rule out any discrimination against foreign students.

There is no doubt that steps should be taken in the area of social policy to see that the 1968 Regulation is properly and entirely implemented by, for example, defining its Article 12 (see addendum page 70).

Though there is room for improvement on points such as these, it is fair to say that the material situation of foreign students is not subject to serious discrimination. The question of academic requirements, however, is more

---

(1) See the written question N° 755/74 submitted by Mr. DELLA BRIOCA and Mr. CONCAS in the European Parliament, and the reply of the Commission, dated April 10th 1975. OJEC n° C 122/18 of June 2nd, 1975.

complicated.

The requirement that a foreign student should have a sufficient command of his host country's language needs no comment. Special courses are often organized to help a foreign student reach the necessary standard rapidly (1).

The student who enrols for the first time at a university of another country inside the Communities benefits from the measures of the European Convention on the equivalence of secondary school leaving certificates (2). The scope of this text should be made clear : it does not give a foreign student the right to enrol at a university of his choice but the right to seek admission under the same conditions as apply to nationals. If there is an entrance examination he must pass it, and if "numerus clausus" measures are in force he must submit to them.

The most common case, however, is when a student wishes to enrol for an intermediary period, in the second, third or fourth year of a course. This situation is less satisfactorily dealt with ; each country draws up lists of foreign degrees diplomas, or courses of training which are deemed equivalent to a prescribed national diploma or course of training of their own. The result is a tangle of texts in which the nine countries have created 37 systems of bilateral relationships. Needless to say there are many cases of obscurity, imprecision and omission. Nonetheless these are the means used by universities to decide on the admission of a foreign student to a course in progress (3). If no relevant text exists, the student's application is considered by the competent committees at the university or at the national level.

- - - - - - - - - - -

(1) Yet there can exist a strong temptation to use this requirement for selection rather than guidance purposes. See the report of Dr. SCHULTE, Chairman of the DAAD, before the Westdeutsche Rektorenkonferenz "Probleme des Ausländerstudiums" (May 30th 1972, DAAD roneo text, page 13).

(2) Signed in 1953 and ratified by the present nine Member States of the Community as members of the Council of Europe. The European baccalaureat, awarded by the European Schools, is similarly recognized for purposes of equivalence : see the statutes of the European School which include the regulations governing the European baccalaureat, 1957. The nine Member States have built up lists of certificates awarded by the other Members of the Community so that this Convention can be easily applied.

(3) The situation is more clearcut for the admission of graduate students.

All member states of the Communities have signed the European Convention on the equivalence of periods of study at university (1956) and the European Convention on the recognition of degrees and diplomas (1959), concluded by the Council of Europe (see Annexes pp. 170 and 176). These Conventions have still not been put into practice, for they make statements of principle but do not lay down which cases can actually be considered as equivalent ; nor do they fix how such equivalence should be recognized, defined and applied.

Certain bilateral negotiations between member countries have had more success. In France and Germany, for example, the efforts of the Conferences of French and German Rectors respectively have managed to define certain intermediate levels, particularly in language study, engineering, etc. Other arrangements for equivalence are also being studied : between France and Germany in medicine, economics and political sciences, between France and Italy and between Germany and the Netherlands. Generally speaking, the recognition of equivalence does not depend on formal agreements but results from convergent national texts, the national authority drawing up a list of diplomas or courses which are recognized as being equivalent.

Any change in the organization of courses or in the nomenclature of diplomas automatically puts an end to the previously established equivalence. Thus the 1970-71 Belgian reform nullified the instances of equivalence recognized through cultural agreements with France, Italy and the Netherlands, and the reform of the first cycle in France had a similar consequence for the agreements with Germany. When such agreements become inoperative the only solution left is to examine each application individually. Every country, therefore, has regulations governing the attribution of equivalence on an individual basis : though such a procedure usually makes it fairly simple for foreign students to be admitted, the difficulties mentioned above remain for nationals, who do not find it at all easy to obtain official recognition for their period of study abroad.

These official texts and procedures enable the student who so wishes to enrol in the university of his choice, provided that he is of the requisite standard. Despite occasional claims to the contrary, university systems are not so different and mutually inadaptable as to make all mobility impossible. His

real problem is not gaining admission to a foreign university but in succeeding in getting his period of study abroad officially recognised. As a general rule, on his return home, he will come up against major difficulties in his efforts to obtain official recognition for his foreign diploma or course of training. If he neglected to verify the existence of such an equivalence before he set out, the problem is virtually unsurmountable, and he is likely to lose all the academic advantages of mobility.

The equivalence approach, though excellent in theory, has had little effect partly because it has not always been properly applied and partly because the procedure itself has a number of weak points. The necessary discussions take far too long, in contrast with the speed at which educational programmes evolve. Moreover, the idea that it is possible to provide uniform courses of training conflicts with the present trend to create more varied study channels and courses, even within a given country. A clear distinction between the two separate problems contained in the concept of equivalence would certainly be useful :

- the problem of university admission standards, for which the host country alone should be responsible, provided that it makes the effort to obtain adequate information ;

- The problem of official recognition for a period of study abroad : a delicate issue, this, for it challenges the national requirements for degrees and diplomas and implies that some competent authority, often the State itself, must take decisions and define these diplomas.

The problem of official academic recognition for study abroad is currently being rendered even more difficult by additional constraints : for example a tendency to limit the admission of foreign students from developed countries is beginning to emerge, and the decreasingly liberal nature of university studies in each country is having the effect of restraining mobility even more than the lack of equivalence.

2. The tendency to limit the admission of foreign students from developed countries.

This tendency (1) arises from concern about the high cost of education. Each European state refuses, explicitly or implicitly, to make good the cultural shortcomings of its immediate neighbours and resists certains forms of mobility, particularly those involving students who have been refused admission to a similar type of training in their own country (2).

It is no accident therefore that several EEC countries have recently introduced their own measures, which have had the effect of reducing the formerly liberal conditions governing the admission of foreign students :

- In the United Kingdom, a special registration fee of £250, increased to £320 for the 1975-6 academic year, has been introduced for foreign students (3), whereas the tuition fee for nationals is only £140. Even where interuniversity agreements and reciprocal exchanges have been arranged it has proved very difficult to waive this fee, recommended by the British Government. The sum itself is not an unsurmountable obstacle for it represents only 15 % - 25 % of what it costs a foreign student to study for a year in a British university (4).

  It is recommended that this additional fee be revoked for EEC students, as such a measure cannot fail to have a profound psychological effect.

  This is not the approach of the University Grants Committee, which has recently created a special fund of £750,000 to provide assistance for foreign or national students who have difficulty in paying the tuition fee.

---

(1) Not those from developing countries who, for political reasons, are most welcome in Europe.

(2) The Council for Cultural Cooperation of the Council of Europe has clearly perceived the adverse effects that such preoccupations could have on mobility. See "Principles governing access to tertiary education", Strasbourg, April 16th, 1974 (see Annexes page 185).

(3) It should be observed that a foreign student who has been living in the U.K. for three years prior to the start of the courses for which he wishes to enrol is not considered as a foreign student. (See British Council, Higher Education in the U.K., page 281).

(4) It has been suggested that a Community fund might be set up to cover these tuition fees, but this would be advisable only if it was the increase alone which hindered mobility.

- In West Germany, the "numerus clausus" rules affecting certain branches of study (medicine, veterinary medicine, biology, psychology, etc.) have recently been applied to foreign students as well. Applications having exceeded the number of places available, the federal authorities, through the Zentralstelle für die Vergabe von Studienplätzen (the Central Office for the Attribution of Study Places), have devised a way to distribute them. Forecasts suggest that this situation is likely to continue for a number of years to come, but it should be observed that, for foreign students, the "numerus clausus" operates within the 8 % of places already reserved for them in such a way that it has so far presented no major problems.

- Belgium has decided that foreign students from industrialised countries must not exceed 5 % of the total student body.

- In Ireland, universities do not guarantee places for foreign students : "only very highly qualified and recommended students are likely to be admitted". Moreover the University of Dublin, the largest in the country, accepts students only to its Faculties of Arts, Commerce and Science. For other courses admission is very exceptional.

- In France, a decree (July 25th, 1974) (1) has introduced a procedure for the advance registration of foreign students, who must now submit their applications during the academic year preceding that for which they desire to be admitted (2). This helps the host university to plan well ahead for the number of foreign students it intends to admit. But the real significance of the reform is that it expresses a retreat from the long-established French principle that any properly qualified foreign student was automatically entitled to enrol. Henceforth a French university can decide whether a student should be admitted or not, thus putting France into the same position as most other European States. The reform, moreover, enables French universities to practise a policy of systematic reciprocity in order to achieve a more even balance in their exchanges with certain countries.

---

(1) See the Lettre d'Information N°1, Office National des Universités et Ecoles Françaises.

(2) A similar measure exists in the United Kingdom.

- In Italy, the circular dated March 30th, 1974 states that only students who would have been able to enrol for equivalent studies in their own country shall be admitted to Italian universities. The express purpose of this measure is to avoid applications from students who have not been accepted in their own country because of the "numerus clausus" (1).

- Denmark has introduced measures to limit the access of foreign students to medical, dental and psychological studies.

But the practical effect of such measures should not be exaggerated. The number of foreign students has still room to increase considerably before the set limit is reached : the quota is larger than the current capacity for "exportation".

The present situation makes it important to pay careful attention to how these problems evolve, bearing in mind the spirit of the Treaty of Rome, which rejects all discrimination for reasons of nationality. If certain restrictive measures become unavoidable, special arrangements for EEC nationals should be envisaged.

3. Obstacles relating to the organization of courses.

The growing rigidity of university curricula creates more immediate and more serious obstacles, which hinder the development of mobility by narrowing the choices open to the student. Various European countries are tending to reduce the length of studies and to increase the academic requirements for undergraduate students. In France, for example, a student can now register three times (i.e. for 3 years) for the two-year diploma of general university studies (DEUG), the first university grade. In the United Kingdom time spent at university has always been kept relatively short, for reasons of efficiency. In

- - - - - - - - - - -

(1) This shows how "numerus clausus" measures create a chain reaction throughout Europe, with each country doing its best to avoid "floating" students, to the detriment of their liberal tradition. Measures similar to "numerus clausus", of course, already existed in certain countries : in the United Kingdom, for example, the university system has long restricted the number of students to the teaching capacity of its institutions. Similarly in France, admission to the Grandes Ecoles is based upon competitive examination and the number of foreign students is fixed in advance. Belgium has identical arrangements for courses in civil engineering and agronomy.

Federal Germany the traditional "Akademische Freiheit" through which a student can freely choose his general field of study, the courses he will take, when he will enter for an examination and how long his studies will continue, is being more and more restricted, again for reasons of efficiency (1). In the Netherlands a recent reform limits the normal length of studies, which sometimes last as long as eight or nine years, to four or five.

This invites a student to put practical considerations first and prefer to stay in his own country for fear that a year abroad, in the absence of sufficiently broad, clear and known equivalence, might cause him difficulties. It has even been observed that certain German students do not ask for the term they have spent in France to be recognized because they are afraid that the time available to them for degree preparation might be reduced by the same margin. Studies are no longer organized in the traditionally liberal way.

The unfortunate effects of this could be avoided by the following recommendation : in cases where studies have to be completed within a given period of time, the period (a term or a year) passed abroad should not count, but be considered as a kind of sabbatical. Students who seek this experience in spite of the present difficulties should be encouraged.

These general factors do not concern mobility directly, but they hinder it a great deal and limit exchange movements more than psychological problems (distance from home, inadequate welcome, etc.), financial obstacles (the value of scholarship, etc.) or academic ones (equivalence), and they could explain why applications for existing scholarships are decreasing (2).

- - - - - - - - - - -

(1) The general plan for education, drawn up by the Bund-Länder Kommission für Bildungsplanung, includes the following objective : "in principle, a student shall complete his studies within the period fixed for a particular subject",it being understood that an excessive delay is at the expense of other young people who want to study, makes no contribution to the problem of restricted access and increases costs considerably (Summarised version, page 31, Bund-Länder Kommission für Bildungsplanung, 53, Bonn, Peterslergstr. 18).

(2) The number of French students applying for scholarships to study abroad has decreased by 30-50 % according to country in the last two years, despite a larger student population. This decrease, which became apparent in 1972, was particularly marked in 1973 ; since then the figures have remained stable. Competition is still keen for certain countries, such as the United States, but for others it is a mere formality and some scholarships offered by European universities are not taken up. Newsletter N°2, April 1975, ONUEF.

In such a situation, arrangements for equivalence are less likely than ever to become a driving force. They do not appear capable of arousing an extensive movement of exchange on their own. General measures of this nature can only be effective if students show a demand, i.e. if they feel a specific need based on an already existing motivation. When they are so motivated, the absence of equivalence does not discourage them. Language students, for example, pass a year or more in an EEC country as assistants in colleges and universities, although they are fully aware that this year is not recognized by their home university. Yet the system has worked very satisfactorily for a number of years because it reflects a specific need for training which students feel keenly.

C H A P T E R IV

ORGANIZED MOBILITY

We have already seen how an exchange depends on the active involvement of educational establishments or authorised agencies. It is usually based on an agreement, formal or otherwise, between the host university and the student's own institution.

In the last few years many successful schemes and projects have borne witness to the vitality of this approach. It would be quite impossible for us to describe all these initiatives : some result from the efforts of individual teachers or institutions and are not recorded or even known to government departments, agencies or to the relevant bodies specialising in this area (1).

1. The great variety of approaches

This type of agreement is extremely flexible : the length of time spent abroad for purposes of study, the number of students involved and the nature of the courses can all vary considerably, and be more satisfactorily adapted to the innumerable individual situations. Free circulation (with equivalence, if the student is lucky) usually implies a full term or year abroad, but interuniversity agreements on exchange can adopt a much less rigid approach.

In most cases these agreements avoid the hazards of official recognition for degrees or diplomas. Drawn up by university staff, they are worded in such

---

(1) The latter have occasionally published lists : a few examples are given in an addendum. See Annexes pages 117 and 145.

a way that they conform with national regulations on how studies should be organized and assessed. Appropriate solutions are worked out for each case and vary, of course, according to the country and the particular objective.

Another form of organized mobility is just beginning to make an appearance : this is the multinational programme, in which courses are arranged to take place in several countries, one after the other.

Many agreements between universities grow out of personal contacts between their staff, sometimes the result of chance meetings at a conference but increasingly often the consequence of deliberate attempts to find a partner for cooperation. The exchange of students often reinforces other kinds of interuniversity cooperation : the exchange of teachers, researchers, information, or the development of joint research programmes etc. Usually only one or two students are involved and costs are often met by the universities themselves. When the exchange is balanced it appears to have relatively modest financial repercussions.

There are so many different approaches that a single framework cannot serve, and it is still too early to attempt a classification. What can be said, however, is that there still exists no programme or plan involving all nine countries in the EEC, and that although modern languages, management, international and European studies account for most exchanges, there have been many successes in other fields. A priori judgements should, therefore, be avoided.

2. Examples of these approaches

In the absence of a system of classification, the range of problems encountered and the ways they are dealt with can be illustrated by a few examples.

(a) The largest programme in the Community, as far as numbers are

Table 11

LANGUAGE ASSISTANTS ABROAD

EEC countries 1972-1973

	Assistants' country of origin	Overall number of assistants abroad by country of origin	GERMANY	UNITED KINGDOM	IRELAND	FRANCE	BELGIUM	ITALY
German language assistants TOTAL : 1,204 (21.2 %)	GERMANY	1,177		738		428	3	8
English language assistants TOTAL : 1,655 (29.1 %)	UNITED KINGDOM	1,499	393			1,070	3	33
	IRELAND	15				15		
French language assistants TOTAL : 3,623 (63.8 %)	FRANCE	3,265	410		15			84
	BELGIUM	24		19				5
Italian language assistants TOTAL : 127 (1.7 %)	ITALY	122	9	28		80	5	
OVERALL NUMBER OF ASSISTANTS RECEIVED BY EACH COUNTRY			812		15	1,165	11	130

OVERALL TOTAL : 5,674

concerned, is that for language assistants (see the accompanying table) (1). These are students from the second or third year of their university course, usually intending to become language teachers, who spend a year teaching in the country whose language they are studying. They are remunerated by the host country (2). The language assistant does not usually enrol in a university of the host country, and his stay does not correspond to a year of academic study. Although it will help him prepare for his own country's examinations it is not an integral part of his course. The system has been in operation for many years. School and university institutions know all about it and its work is regularly coordinated by the relevant agencies : the Central Bureau for Educational Visits and Exchanges, the Office National des Universités et Ecoles Françaises, Pädagogische Austauschdienst, and the Education Ministries of Belgium and Italy.

(b) The programmes for specialists in German, English and the Romance languages are also designed for students intending to become modern language teachers and take place in the second year of university (3). The first scheme of this kind, involving 6 months in Germany for French students of German, was introduced in 1967 by the Deutscher Akademischer Austauschdienst and the Office franco-allemand pour la Jeunesse. Its success led to a similar scheme, a term in France, for German students of French in 1969-70. The scheme for German students of English (a stay in the U.K.) begins in 1975-76. This exchange technique, as can be seen, is gradually being extended, for it meets two needs : an early introduction for young students to the civilization they are studying and a more up-to-date approach to the training of future teachers. The organization is similar in all cases : students are recruited by their own university and financed by governmental grants ; their studies are directed and evaluated by teachers of their host universities and the marks they receive during their study abroad are recognized by the staff of their own university. The "German" scheme has involved 2,190 students since it began, and the "Romance" one 795. Almost all French and German universities

---

(1) See Annexes page 36.

(2) The duties of the assistant, his salary and his rights are very precisely defined in an official code.

(3) See Annexes page 57.

which offer the relevant courses take part.

(c) The concept of mobility has also been broadened by the development of sandwich courses, i.e. periods spent working in an industrial company abroad as part of a full-time education. This form of experience is controlled and assessed by the educational establisment, and the placing of students, the progress of the course and its results are fully integrated with their education, as has long been done for science and technical students in member-establisments of the International Association for the Exchange of Students for Technical Experience (IAESTE). The Association, based in London, has been acting in a coordinating capacity for more than twenty years. The International Association for Students of Economics and Commerce, run by students, organizes a similar system for the subjects it covers on a much smaller scale. The British Polytechnics, and certain universities, have considerably extended the "sandwich-course" (1) approach, to which they have been accustomed for some time, by broadening the concept to include, in addition, periods of time spent at a foreign university. Polytechnic students have a "tutor" from their home university during their period of industrial training, which usually lasts for 6 months. Sandwich courses abroad are compulsory for various subjects : modern languages, certain instances when modern languages are allied with technical subjects, and occasionally for subjects such as industrial engineering. For other disciplines, such as "Contemporary European Studies", they are voluntary.

Making periods abroad compulsory has brought about a strong British demand for placements in Europe. As this kind of mobility is likely to develop, efforts should be coordinated with the host universities and their authorised agencies so that competing and uncontrolled demands can be avoided. In the United Kingdom, a "Standing Conference on Overseas Placements", whose secretarial services are provided by the Central Bureau for Educational Visits and Exchanges, has

---

(1) See Annexes page 77.

recently been created to deal with this problem.

The issue of training periods in industry falls within the Communities' competence in social affairs : the Commission has the right to examine questions of social security and relations with the employer. It might also envisage - in conjunction with the the Member States - introducing tax or other incentives for companies who are willing to accept foreign students (1).

Short periods in a foreign university are also tending to become more common. In 1973-74, 286 British students were placed in French universities and some 300 in German ones. But the difficulty of arranging reciprocity limits the possibilities of collaboration between institutions in different countries. The German and French systems do not make it easy to integrate the "sandwich" approach, although there have been signs of progress : rigid course structures do not usually tolerate study abroad (2).

The solution would be for the British universities to offer in return services of another kind : they could organize language courses during the academic year or the summer recess for students from the foreign host university ; or provide the latter with British students to act as language instructors for limited periods, or accept students from other disciplines in which there are better facilities or more motivation for exchange ; or admit graduate students. The idea of reciprocity should be seen in overall terms and not as a point-by-point exchange. This kind of mobility reveals that universities must find new ways of collaborating with each other.

- - - - - - - - - - -

(1) In France, for example, one such incentive has had a certain effect : i.e. the regulations allowing employers to deduct expenses related to training courses within their company for French and foreign students from certain tax contributions. Unfortunately this concession is about to be reduced in the case of foreign students and will only operate for those in scientific and technical areas.

(2) The lack of reciprocity is the main weakness of this approach ; it is a barrier to expansion and makes cooperation less attractive. See C.H. COBB, Enquiry into the exchanges between British Polytechnics and various French institutions (Annexes page 77).

(d) It is a delicate matter to organize multinational programmes. There exists an experiment, on the graduate level, in the field of management studies : the "European programme of management", run by Leeds Polytechnic, the Fachhochschule Bielefeld and the Ecole Supérieure de Commerce at Amiens. This course lasts 2 years, with multinational classes (1) spending 8 months in each country. A similar experiment at the undergraduate level has recently been approved by the Council for National Academic Awards. This is a joint Franco-British diploma, developed by Middlesex Polytechnic and the Ecole Supérieure de Commerce et d'Administration des Entreprises at Rheims : the scheme will begin with 48 students (24 from each country) on a four-year course, two years in each country (2). Several other projects are being planned, including one for a Franco-British law degree between the University of Paris I (Panthéon-Sorbonne) and the University of London.

(e) The University of Aix-Marseille has organized three-month study periods in the United Kingdom or Germany for fourth year law students. In spite of a rigid system of courses, examinations and assessment, this venture has shown that arrangements can be made to permit mobility (3), and is thus an excellent example for this branch of study. The scheme provides for compulsory mobility, for all students of "European and International studies" are required to pass a term either in the United Kingdom or Federal Germany. Detailed agreements on how students should be received, on the nature of their courses and how the work of students should be assessed have been made with the Universities of Exeter, East Anglia, Hamburg and Sarrebrück. The experiment, to be repeated in 1975-76, would be better balanced if the arrangements could be made reciprocal so that, among other things, the financial burden could be more evenly spread. The undertaking is supported by the French Secretary of State for the Universities and by the European Commission.

- - - - - - - - - - -

(1) See Annexes page 86.

(2) See Annexes page 112.

(3) See Annexes page 71.

(f) Some other exchange programmes :

- the exchange of medical students from their third year onward between the Universities of Rennes and Erlangen, with academic recognition of the period spent abroad. This is a pilot-venture whose purpose is to help establish equivalence in medical studies between France and Germany ;

- exchanges between the Technische Hochschulen, the French Grandes Ecoles and British institutions :

  . The Ecole Nationale Supérieure des Télécommunications and the Technische Hochschulen of Stuttgart and Munich : a compulsory three-months period abroad at the beginning of the third year, a full year for certain students in their final year.

  . The Ecole Nationale Supérieure des Télécommunications and the Universities of Southampton, Manchester and Essex.

  . The Ecole Centrale de Lyon and the Faculty of Electronic Engineering at Darmstadt (length of stay : 1 year).

  . The Institut National des Sciences Appliquées at Lyon and the Technische Hochschulen at Aachen and Karlsruhe (length of stay : 1 year).

- student exchanges, usually for about a month, between French teacher training Colleges and Colleges of Education in the United Kingdom ;

- various kinds of short-term exchanges related to twinning schemes.

3. The diversity of the problems

Exchanges between France and the United Kingdom illustrate the variety of

ways in which many different problems are solved. Exchanges between these two countries are not very evenly balanced : about 1,600 British students in France as against about 500 French students (including those of French nationality residing in Great-Britain) in the United Kingdom. There are several reasons for this, the main one being that British students can transfer their grants for study abroad, which encourages mobility. But they also enjoy other sizeable advantages : the French system is almost entirely free of charges and thus the French State meets the cost of their education. French students in the United Kingdom are not so fortunate : they must pay registration fees, as we have seen, and do not have grants. A second reason is related to the relatively inflexible nature of the French system as it is currently applied : periods of study spent abroad are recognized with difficulty or not at all. British institutions are much more open-minded on this matter. The polytechnics, for instance, offer many "sandwich courses" involving time in foreign universities or colleges and their demand for placements has recently increased the onesidedness mentioned above (286 students in France in 1973-74) (1). But French institutions cannot follow up offers from polytechnics to receive French students because of their rigid attitude to the organization of courses and the less advantageous financial arrangements for their students. Thus some of the offers from British institutions are not taken up, but efforts are now being made to adapt them to the French situation.

This particular case raises several problems. First of all there is the question of finance. The lack of balance in Franco-British student exchanges creates a number of difficulties in that one side has the impression that it pays for everything. When economic and financial considerations are introduced, the movement of exchange is threatened and successful precedents called in question if concerted efforts are not made to find a way out (2). Secondly, the comparison between France and the United

- - - - - - - - - -

(1) 9 of the 15 polytechnics concerned send more than 150 students to France without any reciprocity at all or with a merely symbolic reciprocity. The other 6 offer reciprocal conditions which fall short of a perfect balance but nevertheless provide the basis for a constructive agreement. See the Enquiry of C.H. COBB already referred to (Annexes page 71).

(2) There have been discussions of this problem between representatives of the Conference of French University Presidents and a group of British Vice-Chancellors. See notes from the ONUEF and the British Council on student exchanges between France and the United Kingdom (see Annexes page 150).

Kingdom shows how the organization of studies and examinations can slow down or facilitate international mobility. Thirdly, it raises a technical problem, which can be summed up in the contrast between a "personal" grant and a "territorial" grant : a "personal" grant implies that the costs of studying abroad are met by a student's home country and university, whereas a "territorial" grant implies that the costs are borne by the host country and university.

It is relevant that there are even greater differences in the way education is organized and financed between the United Kingdom and the United States, yet this has not prevented many educational establishments from reaching agreements for the exchange of students and staff.

CHAPTER V

A PRAGMATIC POLICY

What priorities for action by the European Commission emerge from our analysis ?

In our view this question implies that a choice has already been made : to take action at the undergraduate level, refusing to let such exchanges fall into decay, with graduate studies reaping almost all the benefits. But when we realize how limited financial and human resources are, and how numerous are the initiatives worthy of encouragement in the whole field of interuniversity cooperation, this choice is not without significance. It could, moreover, have an indirect effect on graduate mobility, for it is quite possible that the present crisis in exchange, illustrated by the lower number and quality of applications for scholarships,is a consequence of inadequacies at the undergraduate level. If mobility is to become a normal feature of European higher education, the first two undergraduate cycles of study are of strategic importance.

If the EEC has indeed made this choice, it should not concentrate all its efforts on achieving equivalence for degrees and diplomas, with free circulation the objective. This is because, in the present situation, as we have seen, equivalence has ceased to be a driving-force. Furthermore, according to the current interpretation of what the idea implies, equivalence does not give an automatic right to enrol at a university : it is recognized only as an indication, as one item of information amongst others, to be taken into account when an individual's application for admission is

examined. Equivalence thus loses some of its importance, with the result that, no longer prone to diplomatic considerations, it could well arouse renewed interest. Efforts should therefore continue in this field, and concentrate on solving two problems :

- access to studies in a foreign country ;
- the official recognition that courses abroad and degrees or diplomas obtained are valid bases for further study, the problem of admission to certain professions being settled by reference to the dispositions contained in Article 57, paragraph 1, of the Treaty of Rome.

In fact, the equivalence of degrees and diplomas is only one of the techniques to be exploited in the attempt to facilitate mobility, and no policy for the development of student exchange should be built around it.

In this connection, it would be useful to produce a practical guide for students containing information which is already available but dispersed. The information should be selected and presented in straightforward untechnical language readily understood by ordinary students. It should cover admission requirements for foreign students in each country of the Community (when to apply and register, fees, social security arrangements, accomodation, eating and transport facilities, and so forth), a brief summary of the university systems, courses, grades and diplomas, what cases of equivalence exist, scholarships, and agencies in a position to advise and help the student.

We feel however, that it is even more important to follow through the implications of our analysis : mobility exists and succeeds when its usefulness is clearly perceived, when it serves a specific project, and especially when it is organized by teaching establishments or authorised agencies which can vouch for its genuine value, both from an academic and a social point of view. The concept of mobility covers a variety of specific demands which should always be related to a particular situation which is why exchange programmes and interuniversity agreements provide a better answer than more general measures which deal only with part of the problem.

The question which remains is how can existing programmes be extended and new initiatives encouraged ?

Since the needs are far greater than the resources available, the EEC should limit itself to a policy of "stimulation".

Aims

This policy should have the following general objectives :

(1) the study of current initiatives and programmes, and of projects which seem likely to succeed, with a view to their support and expansion. Before defining a judicious policy of support it is essential to make a careful examination of both the project itself (the pedagogical aspect) and of the way in which the exchange is to be carried out (the technical aspect).

This implies that the Commission must possess the means to be fully informed about exchange movements.

(2) to persuade more universities and senior staff to undertake projects involving organized student mobility, in particular by providing information about other initiatives.

(3) to see that university teachers, students and others with responsibility for educational matters at various levels are made aware of the importance of exchanges.

The objective is to bring universities to realize the importance of exchange and to take the responsibility for organizing and paying for them. The help and encouragement provided by the Communities should be designed to stimulate this work.

An Attitude

Exchange is in its early days and is still on a very small scale. Great care must be taken not to reject initiatives because they fail to conform with previously defined criteria. There have been successful exchanges which fit into no potential category and others, planned in accordance with arbitrarily defined ideas which have failed. Those with Eastern Europe, for example, were supported by various European governments for political reasons but failed because they did not correspond to the specific needs of students or researchers. When this policy is implemented very close attention should be paid to the evaluation of its pedagogical and social results and to the possible changes the exchange might have brought about in the university itself. There should be a constant concern to assess the results of every initiative the Communities might decide to encourage.

The aim is to encourage "worthwhile mobility" which has precise objectives. Well-planned and well-organized exchanges can be relied upon to stimulate others because they are efficient. More precisely, the Commission should examine what is already being done in the way of exchange and then decide, for each type of study, which branches or approaches are suited to mobility and likely to provide models for more extensive programmes in the future. The technique used for exchanging language assistants, for example, could be extended to all EEC countries ; the same applies to the "Germanist--Romanist" programme between France and West-Germany, with its periods abroad for language students, and to the term spent abroad by law students in their final year who have specialised in European and International law.

The approach must be pragmatic, more concerned to observe than to legislate, to be realistic and practical, than to lay down rules.

Resources

Before undertaking operations on a larger scale the Commission should set out to attain the objectives we have defined by taking action on the following points :

(1) it should create a permanent link at the Community level between the various bodies and agencies which currently deal with questions of student exchange.

These bodies possess the basic techniques, the information and the know-how for arranging exchanges, and it would be highly desirable for them to be associated with the preparation of EEC policy.

In taking the initiative to create such a group, which would in practice have a consultative role, the Commission could enable problems which are at present subject to bilateral discussion alone, to be seen in a Community context. By itself this would be a step forward, but such a forum would also appeal to the bodies which organize exchanges because they feel it could help them with certain difficulties.

A group of this kind at the Community level could help the Commission to deepen its understanding of current projects, to follow attentively the movement of exchanges, and to grasp the practical difficulties encountered in arranging and developing them. It would thus be able to assist clarify the decisions which the Communities might decide to take.

(2) to produce and circulate information for the encouragement of new schemes use should be made of specific printed information, personal contact, and the mass media.

a) Specific printed information

The priority here should be to provide material for teachers, with detailed information on what kinds of mobility are possible in their various disciplines. This could take the form of a periodical.

b) Personal contact

The Commission should organize meetings between senior university staff whenever this would serve a useful purpose. Printed information, even of the highest standard, is never read widely enough, and should be supplemented by other means with more precise objectives. Here personal contacts would be of immense value. The number of people concerned in Europe is relatively small and makes such an approach feasible. These contacts could be arranged at various levels :

- . by discipline : heads of department or those in charge of exchange programmes,
- . those responsible for student guidance and information,
- . University Vice-Chancellors, Rectors or Presidents or, as the case may be, Chief administrators.

c) General information,
to help university students, teachers and administrative staff realize how useful exchanges can be, one particular aspect being to inform them about successful examples. For this, the Communities should mobilize their own publications, and utilize newspapers, reviews specialized in educational matters, and the mass media.

(3) to provide a technical service for universities establishing links, especially for purposes of student exchange, who find existing procedures unsuitable.

An appropriate information service would itself be a form of technical assistance, but the Communities could also decide on a policy of financial support. It would have to be very carefully handled in order to avoid two major pitfalls.

- The first pitfall would be to intervene within the province of existing agencies, or when they have refused their support ;

- The second would be to use the necessarily limited resources available for financing various pilot schemes which then become the "darlings" of the EEC and take precedence over other requests.

These dangers could be avoided by concerting policy with the exchange agencies, as suggested above. Policy should be directed at stimulating universities and complementing their action. If a project has failed to obtain support elsewhere it is likely to be of interest to the Communities only in exceptional cases. The EEC should not give the impression that it has a bottomless purse which can solve all problems : mobility is not to be "bought" by generosity with funds. Any exchange depending solely on financial support for its existence should be rejected. The aim is to bring university authorities to recognize the value of mobility and to give it a rightful place in their priorities. To provide financial support too easily would exonerate universities from making an effort to find a better financial balance by, for instance, making reciprocal arrangements. It could even absolve them from reflecting carefully about the real interest of the exchange they contemplate. Though most requests are for financial help, this is not the best way of stimulating exchange. Technical assistance should be preferred whenever possible.

This said, when should financial support be given ? It would serve little purpose for the Commission to intervene at the initial contact stage ; neither should it, in normal circumstances, intervene in

the comings and goings of teachers looking for a university partner ready to try an experiment in mobility, even though this would not cost very much. If the university feels its project is worthwhile it should be willing to pay the initial costs (1). It would be preferable for the Communities to help towards the costs of introducing a new scheme with a view to giving it a solid foundation for future development. The most suitable time to take action would be after the planning stage but before the scheme has become firmly established.

What kind of scheme ? We have already mentioned the danger of choosing a priori criteria for each branch or level of study, and of laying down in advance how the exchange should be organized. We stand by what we have said. Yet it seems a reasonable idea, provided that it is not allowed to exclude others, to give preference to multilateral programmes or programmes with a European dimension, to schemes between countries whose mutual exchanges have not yet sufficiently developed, and to schemes which concern the training of teachers (because of the multiplier effect). The guiding principle should be to favour initiatives which, in a particular branch of study and between two particular countries, disclose new methods of exchange and help solve problems of supervision, course design and pedagogical assessment, so that the experience gained can then be applied on a larger scale. The discovery of suitable approaches will quickly stimulate demand.

In our view, the EEC policy should not include individual scholarships. In the first place, scholarship programmes in several countries are already in a state of crisis for lack of candidates with proper motivation and worthwhile projects. Secondly, a scholarship implies an "exceptional" case : the more this term is used the more it suggests that interuniversity exchanges are out of the ordinary.

---

(1) *Aid for these early contacts, prior to the exchange itself, already exists : the Academic Links Scheme of the British Council, the Intensive Study Visits Scheme of the Central Bureau for Educational Visits and Exchanges, grants by the Deutscher Akademischer Austauschdienst, travel allowances accorded by universities or government departments.*

Finally, the number of scholarships would clearly have to be limited. Besides the fact that there are more effective ways of promoting mobility, it is necessary to take a stand against the kind of scholarship whose main function is to ease the conscience of the benefactor and free him at little cost from the responsibility of developing a genuine policy. Scholarships should be seen as one aspect of the overall support given to a programme of exchange, for which this kind of assistance to students is indispensable.

(4) to help carry out all these tasks a special structure should be established, in whatever institutional form seems advisable, to provide the following services for the Community :

- secretarial services for the representative group from the exchange agencies : the preparation of meetings, the examination of suggested projects, the task of making sure that links between each agency and between the agencies and the Commission are kept alive by a well-organized exchange of information and documentation ;

- provision of the necessary documentation (a guide, publications, a complete list of courses for foreigners and of available scholarships) and responsibility for general information ;

- the organization of meetings on a European level between those responsible for university activities ;

- the preparation of action to be taken by the Communities.

This small secretariat, whose function would be to provide a straightforward link between bodies which already exist, and to coordinate their activities and resources in the interest of Europe, should not normally have executive powers in its dealings with higher educational establishments. It should act, after consultation with its associated agencies, only when there is a clear deficiency or when it is recognized that a common approach is neccessary.

For the Communities it would be both an observation post, picking up signals from the national agencies, and an active unit concerned with preparing and implementing certain decisions.

There is not the slightest intention to replace existing agencies with one on the federal level. The aim is merely to facilitate their active cooperation with each other and their collaboration with the Commission.

ADDENDUM

DRAFT PROPOSALS

In the following pages we have tried to present the conclusions this study has come to in terms of binding resolutions which the Communities might adopt. This is a delicate matter, for two reasons. In the first place, our recommendations imply the judgment that such measures are advisable : yet this is a decision for administrators, and an expert feels ill-equipped to make it. Second, while our wording may suggest a close acquaintance with practical decision-making procedures this can in fact only be obtained from within.

Consequently, in these draft recommendations, more attention should be paid to their purpose than their form or assignment to a particular decision-making body.

The most important proposal from the working group which produced the report concerns the creation of a committee representing the agencies and other bodies which deal with student mobility in the Member States. We did not feel however that such a body need, initially, have official status, thus requiring an official decision by the Communities. It would be in accordance with our aims to start informally, as the creation of an official body might well reintroduce diplomatic considerations and thus hinder our effectiveness.

Recommendation 1 : ESTABLISHMENT OF A CONSULTATIVE COMMITTEE

The problems of student mobility are both diverse and complicated and vary according to country and field of study. However, their nature is constantly changing, partly because of reforms of educational structures and courses which affect mobility, and partly on account of initiatives taken by the universities themselves and other unilateral or bilateral measures of encouragement introduced by certain of the Member States.

The efficiency of any policy implemented by the Communities will depend on their regularly being informed of all changes likely to affect mobility, and on their being able to arrange an efficient coordination with national, regional and local activity.

In order to effect this, the Communities are invited to create a consultative committee concerned with problems of student mobility, and composed of the directors of appropriate agencies and other bodies responsible for the coordination of student exchange in each Member State.

The terms of reference of the committee shall be :

(1) to provide a deeper understanding, in context, of current mobility programmes and projects ; to observe the general flow of exchanges ; to assess the practical difficulties of arranging and developing them ; to propose measures which the Community might take with a view to extending mobility and enhancing its efficiency ; and, at a later date, to evaluate the impact of these measures ;

(2) to produce and circulate such information as will encourage initiatives within universities, and facilitate exchanges, i.e.,

a) specific publications for teachers and those with university responsibilities

These should provide detailed information on current opportunities for mobility in every field of study with which teachers are concerned. They might be issued in periodical form ;

b) information through personal contacts

The Commission should organize meetings among appropriate university officials, at various levels, whenever this would be helpful :

- heads of department or those responsible within disciplines for organizing exchange schemes
- those concerned with student guidance and information
- university presidents or vice-chancellors or, as the case may be, chief administrators ;

c) a practical guide for students

This should be drawn from information and documentation currently available but widely dispersed, presented in straightforward non technical language readily assimilable by its expected readership. It should contain details of admission requirements for foreign students in each country of the EEC - when to apply and register, fees, social security, accomodation, eating and transport facilities, etc. - together with a brief account of the different university systems, courses, grades and diplomas, recognized cases of equivalence, scholarships, and a list of agencies able to advise and help the student ;

(3) to advise the European Commission on programmes of assistance which it might decide to establish, particularly those concerned with financial stimulation and scholarships ;

(4) to examine how scholarship candidates are chosen and their applications handled by the relevant administrative authorities, so as

to identify the difficulties encountered by the Member States of the Communities in implementing the Council of Europe Convention on the validity of scholarships for study abroad. The Council of Europe will be associated with this aspect of the committee's work,

(5) to examine how foreign students are received and overseen within the universities and other higher education institutions of the EEC and to make suggestions to the appropriate authorities of the Communities for the improvement of these conditions.

The funds required to finance meetings of this committee and its secretariat will be estimated by the Commission and a charge on the budget of the Communities.

Recommendation 2 : IMPROVEMENT OF RELEVANT STATISTICAL INFORMATION

Inadequate statistical information and its lack of standardisation makes it difficult to compare student exchange in the different countries of the EEC and hampers the development of appropriate action. The success of any policy, (and the area is one of the priorities for European action on educational matters chosen by the nine Ministers of Education during their meeting in Luxembourg on June 6th 1974) will depend on rapid progress in obtaining enhanced statistical information.

This should include the following data :

- the number of foreign students who are permanent residents ;
- the number of foreign students following normal courses, and the number following special courses for foreigners ;
- the number of degrees and diplomas awarded to foreign students from countries within the EEC ;
- the pass rate ;
- the distribution by country ;
- the distribution by cycle or level of study ;
- the distribution by field of study ;
- the distribution by country, level and branch of study ;
- the number of students enrolling at the start of a university course, related to the number enrolling at a later stage, during a course.

The Statistical Office of the European Communities should draw up a precise questionnaire so that the official services in each country may collect the necessary data, which can then be analysed.

Recommendation 3 : THE LEVEL OF BRITISH ENROLMENT FEES FOR OTHER EEC STUDENTS

(addressed to the British Government)

The Commission, seeing that the principle of non-discrimination for reasons of nationality lies at the heart of the Communities' existence, should request the British Government to examine how far it would be possible to reduce the enrolment fees payable by students from Member States of the EEC to the same level as applies to British students. It should draw the attention of the British Government to the psychological and practical effects which such a measure would have on the movement of student exchange between the United Kingdom and other countries of the European Communities ; and it should point out that British students are received by other countries of the EEC under exactly the same conditions as their own nationals.

Recommendation 4 : EQUALITY OF ACCESS TO HIGHER EDUCATION FOR THE CHILDREN OF MIGRANT WORKERS

Having regard to the Treaty instituting the European Economic Communities and especially Article 49 therein ;

Referring to Regulation No 1612/68, and especially Article 12 therein ;

Recalling the proposal of the Commission of the Communities ;

Considering the opinion of the European Parliament ;

Taking note of the opinion of the Economic and Social Committee ;

Whereas discrimination has been known to occur in several Member States against the children of nationals of the Community resident in another Member State who are desirous of obtaining a grant for study at the higher educational level ;

whereas the right to free circulation requires, for its proper enjoyment in dignity and without let or hindrance, that every person should be treated equally, both de jure and de facto, in all matters pertaining to their professional activities and their social life, and that all obstacles to the free movement of working people, particularly those relating to the conditions in which their families are admitted by the host country, should be eliminated ;

whereas such working people should not be subject to discrimination in questions of access to higher education :

HEREBY ENACT THE FOLLOWING RECULATION :

Article 1 : "the children of a Member State National who is or has been employed in the country of another Member State are to be admitted to universities or other establishments of higher

education under exactly the same conditions as nationals of the said country, if such children reside within its jurisdiction. In particular, they are to be eligible for study grants or scholarships, for accomodation reserved for students and for social benefits under exactly the same conditions as students who are nationals. (this article completes Article 12 of regulation 1612/68 of the Council).

Recommendation 5 : TIME ALLOWANCES FOR PERIODS SPENT ABROAD FOR PURPOSES OF STUDY

Reforms concerning courses of study, introduced by several countries of the European Community, include a significant reduction in the length of time allowed to students for the completion of their university studies. Such measures, a consequence of educational costs, have the effect of discouraging student exchange. Agreements over matters of equivalence are few in number and generally of very limited scope ; students therefore fear that a year in a foreign university could be deducted from their allotted time for obtaining a degree or diploma.

It is suggested that the Commission, concerned to avoid the adverse effects of this particular factor, should recommend that Member States adopt the following measure :

> "whenever university studies are subject to rules limiting their duration, the period or periods of study spent abroad shall not be deducted from the maximum length of time allowed for the completion of studies, as fixed by the regulations of the relevant Member State".

Recommendation 6 : NUMERUS CLAUSUS

Various governments within the Community have, in recent years, been obliged to impose restrictions on the access of students to certain branches of study, owing to the limited number of places available. These measures although adopted at a national level have had international repercussions, in that students refused admission in their own country have applied in others. As a result countries receiving such applications have taken or envisage taking restrictive measures.

The Commission fully realizes that this kind of mobility is not desirable. But even so it should call the attention of governments to the adverse effects which such measures might have on student exchange particularly at a time when such exchange in Europe is at so unsatisfactory a level. The Commission should invite the governments of the countries concerned to harmonize their views within the Education Committee before taking any final decisions on the matter.